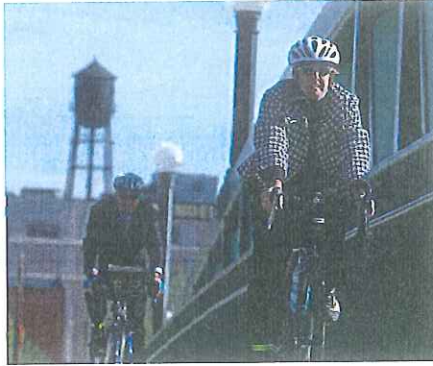


# Advocacy Advance



Tools to Increase Biking and Walking

## Making Bicycling and Walking a Norm for Transportation Agencies: Best Practices for Bicycle and Pedestrian Advisory Committees

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This report is a product of Advocacy Advance — a partnership of the League of American Bicyclists and the Alliance for Biking & Walking.



## Making Bicycling and Walking a Norm for Transportation Agencies: Best Practices for Bicycle and Pedestrian Advisory Committees

A bicycle and pedestrian advocacy committee (BPAC) is one of the most challenging but rewarding efforts you can make to improve walking and bicycling in your community<sup>1</sup>. These groups are appointed by elected officials and are responsible for providing input to decision makers on bicycle and pedestrian projects, programs, and policies. BPACs are especially beneficial as “insider advocates” working within a state, region, or local government to impact policies and decisions. A BPAC can be a big step toward making bicycling and walking “normal” instead of an “extra” — if they are set up correctly.

Even if your community already has a BPAC, this report will provide additional guidance and insight. There are always improvements that can be made in a group’s effectiveness. Unfortunately, there are examples across the country of poorly performing BPACs that are hampering bicycle and pedestrian efforts through dysfunctional relationships with advocates or a lack of credibility with agency staff and decision makers.

This report outlines best practices for advocates and agency staff who are looking to establish an effective BPAC in their community, including how to create the group and how to emulate successes of effective BPACs from coast to coast.

### Report contents:

- BPAC definition and structure
- Benefits and challenges of a BPAC
- Making the case for a BPAC
- Establishing a BPAC
- Recommendations for an effective BPAC
- Case studies: Nashville, Tenn., and Sandpoint, Id.

### Key Elements of an Effective Bicycle and/or Pedestrian Advisory Committee

- Structure the committee to impact decision makers – focus on actions to avoid becoming an echo chamber (pg. 8)
- Create separate bicycle and pedestrian advisory groups if possible – if not, still create a combined BPAC (pg. 6)
- Give citizens a formal way to voice their input and receive a response
- Hold regular monthly meetings – hold staff and elected officials accountable
- BPACs are not replacements for advocacy groups – do not blend the two (pg. 10)
- Ensure a BPAC does not consume all of the staff time best spent on institutionalizing bicycling and walking (pg. 5)

<sup>1</sup> Lagerwey, Peter. “Favorable Factors for Bicycling and Walking Investments.” MAP-21 Action 2020.



### What is a Bicycle and Pedestrian Advisory Committee?

A BPAC provides guidance to elected officials and others who are making decisions that impact bicycle and pedestrians and an ongoing process for resident input. This report focuses on committees for bicycles, pedestrians, and a combination of both (referring to these committees as a BPAC).

These committees are a significant step forward but are not a substitute for advocacy groups. There is a role for a BPAC where it can be the most effective.

A BPAC should...

- Act as a check for elected officials and agency staff
- Expect presentations and chances to give input to agency staff on major projects (e.g. bridges, street repaving, comprehensive plan)
- Provide constructive guidance on bicycle and pedestrian issues
- Ensure residents have an opportunity to give input and receive a response

A BPAC should avoid...

- Endorsing candidates or any political involvement (members can act as individuals, but cannot represent the BPAC)
- Narrowly focusing on members' pet causes
- Losing sight of the big picture — adding bicycle and pedestrian facilities to a bridge is more important than a bicycle map update

The table below distinguishes a BPAC from other types of bicycle and pedestrian organizations. Each has its role in advancing biking and walking, as well as its own setup and functioning requirements.

**Table 1. Definition of Key Bicycle and Pedestrian Group Organizations<sup>2</sup>**

Group	Definition
<b>Bicycle and/or Pedestrian Advisory Committee</b>	<p><i>Role:</i> An advisory body appointed by a local government or a regional planning agency to advise that entity's decision-making body on bicycle and pedestrian planning and policy decisions.</p> <p><i>Legal Status:</i> Part of local government structure (no independent legal status)</p> <p><i>Members:</i> Some committees are composed solely of community members, while others also contain staff from various government agencies.</p>
<b>Bicycle Advocacy Group</b>	<p><i>Role:</i> A community group that advocates for improved bicycling conditions. These groups often call themselves "bicycle coalitions."</p> <p><i>Legal Status:</i> Non-profit</p> <p><i>Members:</i> Comprised solely of community members</p>
<b>Bicycle Club</b>	<p><i>Role:</i> A community group that organizes recreational bike rides.</p> <p><i>Legal Status:</i> Non-profit</p> <p><i>Members:</i> Comprised solely of community members</p>

### **Benefits of a Bicycle and Pedestrian Advisory Committee**

Elected officials and agency staff have a responsibility to make transparent decisions regarding bicycles and pedestrians. Too often, this is not the case. Funding choices are based on criteria set without public input or scrutiny; streets are repaved without a thought of adding bicycle lanes; and school properties are bought far away from walkable and bikeable neighborhoods. BPACs can provide a strong mechanism to provide the needed accountability and many other benefits for residents.

- Bicycles and pedestrians should be regularly accommodated, a part of every road project, considered by all departments when setting policy and programs. This mindset takes a strong effort from agency staff and advocates, and a BPAC can ensure an "inside advocate" voice for bicycles and pedestrians.

<sup>2</sup> In part from: Nixon, Hilary and Cathy DeLuca. (2012). *An Examination of Women's Representation and Participation in Bicycle Advisory Committees in California*. Retrieved from Mineta Transportation Institute website



- As part of a government organization, BPACs allow for **transparency** and public input into a variety of decision-making processes. Not only are projects and programs publically vetted before the BPAC, but they are also improved. Additionally, the public has an opportunity to give **input at a meaningful point** in a project timeline, instead of after a decision is made or at a final vote at city council.
- Communities ready to establish a BPAC have often started making some level of progress on bicycle and pedestrian improvements. Now they may be hitting a wall or having trouble moving beyond the “low-hanging fruit,” such as Bike to Work Day and Share the Road campaigns. BPACs can help spur **innovation** by providing a community forum to work through more complicated issues such as on-street bike parking or stronger school-siting policies.
- At a basic level, BPACs create a **focal point for community discussion** of bicycle and pedestrian issues. This discussion works both ways, with residents given the opportunity to raise concerns and ideas and agency staff able to respond and put forth their own ideas.
- BPACs also act as **bicycle and pedestrian historians** for a community. They are required to follow strict requirements for public deliberation, information sharing, and record keeping. The agendas, meeting minutes, memos, and other records can be used to track progress over time and revisit old ideas.

### Challenges of a Bicycle and Pedestrian Advisory Committee

When done right, a BPAC can create a community that routinely accommodates bicycles and pedestrians. There are challenges in all steps of establishing and operating an efficient BPAC that can be overcome given the right resources and will to do so. Otherwise, a BPAC can do more harm than good. Many of these challenges are addressed in this report, with advice from advocates and agency staff who have dealt with them.

- **Balancing bicycles and pedestrians** is a common issue in the active transportation world. Bicycles have the tendency to become the dominant focus of many boards when the two constituencies are combined. Communities with adequate resources often create separate bicycle and pedestrian advisory committees, which have the best results. With a conscious effort, a BPAC can still be effective in representing both bicycles and pedestrians. The careful choice of members and board management can create parity between the two if separate groups aren't possible.

- Many agencies (and advocates) worry about the most **efficient use of limited bicycle and pedestrian staff time**. A community has to consider if the time spent providing support for a BPAC will be paid back with supportive policies, better accommodation of bicycles and pedestrians, and robust infrastructure and programs. Advocates and agency staff should conduct a cost-benefit analysis prior to working to establish a BPAC.
- The tensions inherent in the **intersection of bureaucracy and advocacy** can hamper a BPAC's effectiveness. Advocates may feel that the group isn't working quickly enough. Agency staff may feel that the group is just another check on a project development list. Finding ways to address this dynamic, especially through the rules governing the BPAC, is a constantly evolving challenge with varying solutions depending on the circumstances.
- A major opportunity, such as the creation or revision of a bicycle master plan, is often the impetus for starting a BPAC. But **long-term goals and work plans** may be difficult to determine or agree upon. Some BPACs end up simply listening to presentations rather than instigating changes within an organization. The BPAC members, advocates, and agency staff should constantly be working together to identify a jointly established work plan to advance biking and walking.

### Before Establishing a BPAC: Making the Case

Making bicycling and walking a normal part of a transportation agency's practices can have a huge impact. Establishing an effective BPAC is an important step towards this goal. Still, there are often concerns from staff, elected officials and others about forming a BPAC.

Here are answers to several common questions about BPACs.

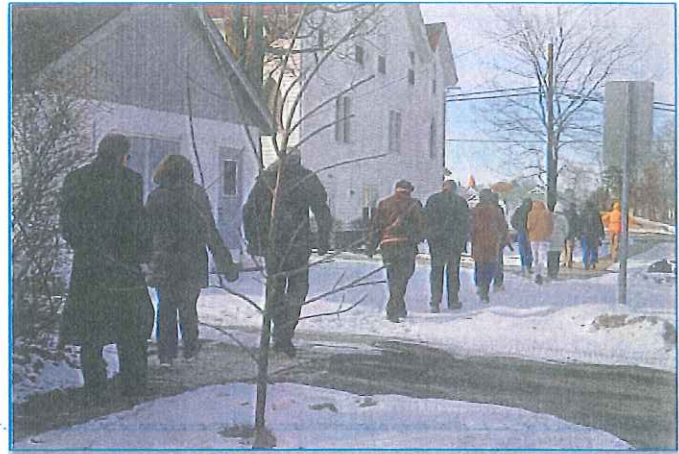
#### *How can a BPAC help bicycle and pedestrian agency staff?*

A community considering a BPAC has some level of support for bicycles and pedestrians within the government. But the community may be hitting a wall in advancing bicycle and pedestrian improvements, or ready to move beyond the low-hanging fruit.

"The metropolitan planning organization's BPAC helped develop almost all aspects of our regional bicycle and pedestrian study and the 2035 Regional Transportation Plan," says Leslie Meehan, Director of Healthy Communities at the Nashville Area Metropolitan Planning Organization. "The group also developed the scoring criteria [supporting multi-modal transportation projects, including bicycles and pedestrians] and ranked projects."



These types of innovative projects (e.g. revising funding decision criteria) can be supported and championed by a BPAC. Additionally, a BPAC is an opportunity for agency staff and advocates to work together. This can lead to new understandings and relationships that can further spur bicycle and pedestrian projects and programs.



A pedestrian/walkability audit in Linden, Michigan

Credit: Michigan Municipal League

### *How should bicycle and pedestrian agency staff be involved with a BPAC?*

The value of bicycle and pedestrian staff to a transportation agency is that they make walking and bicycling normal. This is the best use of limited staff time and an efficiently operated BPAC can help.

Most communities have committees with a staff liaison. This likely will mean the bicycle and pedestrian coordinator for most transportation agencies. There is value in having a BPAC with professional help. Here are some suggestions for how to manage bicycle and pedestrian staff time spent working with the BPAC:

- Ensure the BPAC chair knows how to run an **efficient meeting** (e.g. respects time limits, encourages everyone to participate, keeps members on topic)
- Assist the BPAC chair **prepare the meeting agenda**, if needed — keep a list of potential topics
- Identify a BPAC member to **record the meeting** and prepare minutes
- Work with other agency staff to **identify projects** that may benefit from BPAC review — help them prepare a presentation and answer questions
- Share the agency's annual bicycle and pedestrian **work plan** and an end-of-year **progress report** with the BPAC
- Be clear about the **role as liaison** — staff is responsible to the transportation agency, not the BPAC

### *How can a BPAC facilitate community discussion on bicycle and pedestrian issues?*

Commissions and advisory groups are a great way to include residents in the decision-making process. This can include the board members themselves, residents, neighborhoods, community groups and others who want their voices heard. Showing elected officials that there is community support for bicycling and

walking can be a key role of a BPAC, as well as ensuring a project or program will address the needs of the community.

"The BPAC originally was slated to advise the Transportation Committee, but was expanded to include the Planning Commission," says Peter Schultze-Allen, City of Emeryville, CA. "This allowed input on development project plans from BPAC members that is then incorporated into the staff report to the Plan Commission and potentially the development plans."

In this case, the city is using the BPAC as a formal venue for developers (and potentially others, such as the transportation agency, urban renewal authority, etc.) to seek advice and consultation on bicycle and pedestrian improvements. Over time, the BPAC's recommendations become commonplace to the point that they are now included in plans as a matter of fact (e.g. institutionalization).

A BPAC also provides a chance for residents to simply listen to what's happening in the local bicycle and pedestrian community.

"I started attending the Milwaukee Bike Task Force meetings for Bike to Work Week updates, and kept attending because I enjoyed the discussion and felt I could contribute from personal experiences," says Roger Retzlaff of Milwaukee, Wis.

### ***How can a BPAC support the work of a committee focused on general transportation?***

All modes of transportation must be planned for and implemented knowing that there are impacts and relationships between them. However, the experience of many advocates and agency staff is that some modes can take priority over others. Too often, bicycle and pedestrian systems are engineered by people who only have the perceptions of a motorist and who have not placed themselves in the actual condition of having to use a facility<sup>3</sup>.

Even within a BPAC, this can still be an issue. "While most of the attendees understood bicycle issues, they were really lacking sensitivity to pedestrian concerns because they either used a car or bike to get around," Retzlaff says.

The obvious solution: If your committee combines bicycles and pedestrians ensure it has diverse representation, and includes several members specifically representing pedestrians.

### ***Should bicycles and pedestrians be combined, or kept as separate groups?***

The amount of staff time available for the committee is often the biggest factor in deciding if bicycles and pedestrians should be combined. The best use of limited

<sup>3</sup> Retzlaff, Roger. Email interview. 22 June 2012.



staff time is working to make bicycles and pedestrians a normal part of the transportation system. Bicycles and pedestrians should be separate committees if there are sufficient resources. This ensures that pedestrian issues are not overshadowed by bicycles, the single biggest problem in combined committees.

In many communities separate groups are not possible, due to a lack of political will, limited staff availability, or the desire to minimize the number of committees. A combined BPAC can still be effective provided:

- There are members with both pedestrian and bicycle expertise
- The chair has practical experience and expertise on both pedestrian and bicycle issues
- Pedestrian issues are a regular, significant part of the agenda and discussion (see the Sandpoint, ID case study for more information and ideas)

***What is the best way to ensure the BPAC members are good representatives of the bicycle and pedestrian community?***

It is important to have BPAC members who are representative of a region's diverse bicycle and pedestrian community. The first step is to ensure the BPAC bylaws require members that represent different geographic areas, organizations and agencies, and types of bicyclists and pedestrians.

A strong application process is also necessary to vet potential BPAC members. Many communities require a cover letter and resume, along with a formal interview (often with agency staff, elected officials, and current BPAC and transportation committee members). This process ensures applicants will be productive members and provide a needed skill set or perspective. Term limits are also helpful to avoid "volunteer burnout" and have new members with new ideas and perspectives.

Once on a BPAC, members should be subject to clear expectations for their participation. This can be stated in general or specific terms. The Tucson-Pima County BAC has a membership goal to "identify new ways to support the region's diverse bicycling culture."<sup>4</sup> The City of Beaverton, Ore., BAC specifically requires members to attend all meetings, be familiar with city transportation plans, codes, and policies, and be active participants in committee deliberations in a public setting.<sup>5</sup>

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<sup>4</sup> *Bicycle Advisory Committee*. Retrieved from Tucson-Pima County Bicycle Advisory Committee website: <http://biketucson.pima.gov/>

<sup>5</sup> *Membership Requirements and Expectations*. Retrieved from City of Beaverton, Oregon website: <http://or-beaverton.civicplus.com/index.aspx?NID=456>

### Setting Up a BPAC: When to Establish

The long-term success of a BPAC is, in part, tied to when it was established. If premature (e.g. before the committee can be properly supported by agency staff), the committee may have trouble gaining and sustaining momentum, finding a purpose, and positively impacting bicycling and walking.

When determining whether to establish a BPAC, the proper representatives must be involved: elected officials, advocates, transportation staff, existing boards that may work with the BPAC, and the community. Often the impetus will come from a planning effort or the need to address a bicycle or pedestrian issue in the community. Here are some signs your community may be ready to establish a BPAC:

- Some level of progress on bicycle and pedestrian projects and programs has been made (e.g. bicycle lane network, Safe Routes to School program, Americans with Disabilities improvements)
- There are supportive community leaders, particularly an elected official, city manager or county executive
- There is a specific purpose for forming a BPAC (e.g. bike plan, creating safe pedestrian routes)
- The community (and hopefully transportation agency) is ready to move beyond “low hanging fruit” (e.g. share the road signs, educational pamphlets)
- The bicycle and pedestrian community is asking for a voice in government decision-making

### *Becoming Formally Established*

While a BPAC can be established on an ad hoc basis, it is best when the group is formally established. The governing council that the BPAC will advise should establish the group, often by resolution or executive mandate. See the appendix for the resolution establishing the Davis, Calif., Bicycle Advisory Committee.

There are effective BPACs that are not formally established or explicitly associated with the government. However, groups that are effective in the long-term at normalizing bicycling and walking are more likely to be formally established. This accomplishes several things:

- The group immediately gains credibility to do work that will have an impact on decision makers. They are making a statement that they need and want outside expert input on bicycle and pedestrian issues. This can also be due to high-profile members<sup>6</sup> such as a school principal or an established advocate.
- The group has a degree of autonomy that cannot be taken away when decision makers don't like what the group is saying. Ad hoc groups may be

<sup>6</sup> Rodney, Andrew. Email interview. 19 June 2012.



disbanded when administrations change or programs are defunded. A formally established group becomes institutionalized and can work to do the same for bicycles and pedestrians.

- Formal establishment also allows for a public discussion about the purpose of the group, what it should be accomplishing, and evaluation reporting to decision makers (such as an annual report). This is also an opportunity for decision makers to publicly show leadership on bicycle and pedestrian issues.

When establishing a BPAC it's important the group is given clear means to influence decision makers. As the goal is to regularly accommodate bicycles and pedestrians, having access to elected officials and other leaders in their community is key. This can be accomplished in several ways:

- **Independent Group:** Many communities have a variety of boards and committees advising the city council. A BPAC can be given the responsibility (via resolution or executive mandate) to weigh in on policies, programs, and projects that will impact bicycles and pedestrians, and advise decision makers.
- **Subcommittee of Existing Group:** This approach is similar to an independent group but part of a larger transportation advisory committee, allowing a community to examine transportation as a whole, while still facilitating separate review of bicycle and pedestrian issues.
- **Mayoral Advisory Group:** A similar approach as above, but often effective in communities with a strong mayor form of government. Groups, such as Chicago's Mayor's Bicycle Advisory Council, provide expert advice and guidance for a chief executive empowered to make transportation decisions.

### Recommendations for Operating an Effective BPAC

This section summarizes many of the technical aspects common to successful committees. For more in-depth information, please see the appendix and the reports listed in "Further Reading."

### *Represent the Community's Diversity*

The best BPACs have members representing a variety of viewpoints from different professions, personal backgrounds, experiences, and interests. The easiest way to ensure diverse representation is to have strong bylaws that require members to mirror the makeup of local bicyclists and pedestrians. This means men, women, minorities, recreational and commuter cyclists, senior citizens, students, business owners, environmental and social justice advocates — anyone who is part of the bicycle and pedestrian community.

Those making decisions are not always as representative as the wide spectrum of residents who bike and walk. The stereotype of a bicyclist as a man clad in Lycra does not match the reality in many communities. Women are riding more, and becoming more involved in advocacy and their local communities. Ensuring a full spectrum of perspectives is necessary to ensure that your community's bicycle network is serving everyone.

A study published by the Mineta Transportation Institute in 2012 (see below for link) found significant barriers to women participating in a BPAC and recommends steps to address the issues:

**Table 2. Encouraging Female Representatives on a BAC.**

<b>Education About the Committee</b>
"New members" orientation, education materials on board policies and practices
Mentoring throughout the application and appointment process
<b>Targeted Recruitment Efforts</b>
Expand outreach to organizations in which women and minorities are very active
Encourage existing members to seek out potential applicants for the board (using existing relationships or creating new ones)
<b>Policy and Procedural Changes</b>
Chair ensures all members are educated on the challenges to participation faced by other members
Chair facilitates meetings in a format that prevents dominant members from controlling and/or limiting discussion
Members ensure adopted plans, policies, and programs address the concerns and viewpoints of the desired BPAC demographics

### ***Create and Follow an Annual Work Plan***

The role of an advisory group serves to shape that group's work plan<sup>7</sup>. The vision for a BPAC is best captured in an annual work plan. See the appendix for the Olympia, Wash., Bicycle and Pedestrian Advisory Committee 2012 work plan.

<sup>7</sup> *Building a Better BPAC: Statewide Bicycle and Pedestrian Advisory Group Best Practices*. Retrieved from Rutgers University Alan M. Voorhees Transportation Center website: [http://policy.rutgers.edu/vtc/bikeped/reports/Building\\_a\\_Better\\_BPAC\\_final.pdf](http://policy.rutgers.edu/vtc/bikeped/reports/Building_a_Better_BPAC_final.pdf)



### *Develop Strong Bylaws*

Similar to an annual work plan, strong bylaws will ensure a BPAC runs efficiently and remains true to its original purpose. See the appendix for the Portland, Ore., Bicycle Advisory Committee bylaws.

### *Strong Partnership with the Advocacy Movement*

BPACs and advocacy organizations need to co-exist and work together. The success of this partnership depends largely on the structure of the BPAC, which should never be a replacement for an advocacy organization.

According to a report from Rutgers University: "Advocates should organize independent organizations that operate outside of the state mandate and have the flexibility to push a specific agenda without compromising."<sup>8</sup>

While a BPAC and advocacy organization may have the same goal, they do not often employ the same tactics.

In Berkeley, Calif., the past BPAC chair was also a member of a local advocacy group. This enabled him to be involved in the BPAC, having the connection to local government and instilling bicycles and pedestrians in the organization. He also has been able to bring the bike community's input to the BPAC and use the group to enhance local advocacy efforts. This resulting relationship between the BPAC and advocacy group has worked well for the group and staff.<sup>9</sup> As a different agency staff noted: "The most effective BPAC members are the ones that are active in their communities and use the BPAC to help advance their issues when necessary."<sup>10</sup>

Conversely, the Brookline, Mass., bicycle advisory committee was established but has been limited in many ways. This group functions as a blend of an independent advocacy group and BAC. Local officials often ignored advice and the BAC had no way to "embarrass them back to the table." Open government laws also prevent



Residents in Santa Cruz give testimony about the impact of rumble strips along a section of the Pacific Coast Highway (Hwy 1)

Credit: Richard Masoner/Flickr

<sup>8</sup> *Building a Better BPAC: Statewide Bicycle and Pedestrian Advisory Group Best Practices*. Retrieved from Rutgers University Alan M. Voorhees Transportation Center website: [http://policy.rutgers.edu/vtc/bikeped/reports/Building\\_a\\_Better\\_BPAC\\_final.pdf](http://policy.rutgers.edu/vtc/bikeped/reports/Building_a_Better_BPAC_final.pdf)

<sup>9</sup> Anderson, Eric. Email interview. 15 June 2012.

<sup>10</sup> Henderson, David. Email interview. 15 June 2012.

members of the BAC from meetings with more than three people without public notice — an unworkable situation for an advocacy group. The end result of this blending was that the group had no credibility with or ability to impact local officials, and was thus ignored. But they also didn't have enough independence as an advocacy group, and couldn't engage in the necessary tactics to support bicycling.<sup>11</sup>

A successful relationship requires separate roles and structures for a BPAC and advocacy group. According to a report by Rutgers University: "Many of the states and cities with the best reputations for bicycling and walking are home to highly-organized and dynamic advocacy organizations, many of whom have members serving on advisory groups. This enables bicycle and pedestrian advocates to wear two hats — one as an agent for change within the politically independent advocacy realm and one as an advisor to the state bringing different and needed insights to the process."<sup>12</sup>

### Further Reading

*Building a Better BPAC: Statewide Bicycle and Pedestrian Advisory Group Best Practices* (Alan M. Voorhees Transportation Center)

<http://policy.rutgers.edu/vtc/bikeped/reports/Building a Better BPAC final.pdf>

*An Examination of Women's Representation and Participation in Bicycle Advisory Committees in California* (Mineta Transportation Institute)

<http://transweb.sjsu.edu/project/1034.html>

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<sup>11</sup> Furth, Peter. Email interview. 15 June 2012.

<sup>12</sup> *Building a Better BPAC: Statewide Bicycle and Pedestrian Advisory Group Best Practices*. Retrieved from Rutgers University Alan M. Voorhees Transportation Center website:  
<http://policy.rutgers.edu/vtc/bikeped/reports/Building a Better BPAC final.pdf>



### Case Study: Growing to Fund Bicycles and Pedestrians in Nashville

The Nashville Area Metropolitan Planning Organization (MPO) first created a BPAC as a working group for a regional bicycle and pedestrian study conducted in 2008. At the time, it was a guiding committee, and was not formally created by the MPO Executive Committee.

A total of 23 people were invited to join the BPAC from across the Nashville region. Members include bicycle and pedestrian advocates from each county, as well as public works staff, police, non-profit leaders, and private citizens. Over the past few years, the BPAC's main work plan has included:

- **Regional Bicycle and Pedestrian Study (2008-09):** The study established a strategic vision for walking and bicycling in the region. This vision fed into the larger regional transportation plan and future funding priorities.
- **Regional Transportation Plan (2010):** Working with MPO staff, the BPAC helped develop scoring criteria supportive of bicycles and pedestrians, and reviewed proposed projects. Since making these changes, the number of funded road projects that include bicycle and pedestrian elements has grown 70%.
- **MPO Surface Transportation Program (STP) Funding:** The BPAC advocated for policies to establish a 15 percent set aside for bicycle and pedestrian projects in the MPO's transportation improvement program.

*There are several key takeaways:*

While not formally established by a resolution or executive mandate, the BPAC's **capacity has grown over time** in a similar way to an advocacy organization. The group came together to work on a specific issue (Regional Bicycle and Pedestrian Study), but, through the work done on that project, the BPAC increased its visibility and credibility with local and regional elected officials and the public. This allowed the BPAC to move on to larger, more complex issues, such as the regional plan and funding criteria projects. The BPAC is using its credibility to support and enhance the work done by MPO staff.

The BPAC has **expanded the capacity of their advocacy organization members**. These established groups are still able to engage in advocacy outside of the BPAC. Additionally, they now have relationships with agency staff and elected officials. As an example, the MPO and advocates worked hard to ensure an acceptable rumble strip policy for bicyclists from the Tennessee Department of Transportation. The end result was a workable policy, as well as new relationships with DOT staff. In this case, the BPAC did not hamper the abilities and tactics of advocates.

For more information visit [http://www.nashvillempo.org/regional\\_plan/walk\\_bike/](http://www.nashvillempo.org/regional_plan/walk_bike/).

### Case Study: Adding a “B” without losing the “P” in Sandpoint, Idaho

Sandpoint created a pedestrian advisory committee (PAC) almost ten years ago. This was the result of residents realizing the need to improve sidewalk conditions in their community. In particular, Molly O'Reilly, now a member of the America Walks board, thought, “advocates exist for bicycles, but we don't really have any for pedestrians.” O'Reilly came back with the idea of creating a PAC to address the city's pedestrian issues.

**Table 3. Pedestrian Advisory Committee Agenda Ideas**

Agenda Ideas
Inventory and Recommend Improvements to Sidewalk Connections
Develop a Pedestrian Demand Map
Prioritize Pedestrian Capital Projects
Pedestrian Connectivity Requirements in Zoning Code
Americans with Disabilities Act (ADA) Compliance
Multi-Use Trail Sharing Issues
Review/Input on Plan Commission Agenda Items
Inventory and Improve Unsafe Pedestrian Intersections
Maintaining Pedestrian Access in Construction Zones
Establish/Enhance a Safe Routes to School Program

For 10 years, the PAC worked to improve the pedestrian environment in Sandpoint. Then the mayor decided to merge the PAC with an existing BAC. The combination did not go well: The BAC chair, while very well-versed in bicycle issues, was not interested in pedestrian issues and the new meeting agendas started to reflect this imbalance. “Who and how you have to relate to in order to understand bicycle and pedestrian issues isn't too different,” O'Reilly says. “But the issues and expertise required to address them is very different.”

Over time, the group attempted to return some parity between the two. The bicycle-focused chair eventually resigned and was replaced with a chair focused equally on both issues. Still, it has been a challenge to ensure both bicycles and pedestrians are given equal weight on the committee.



O'Reilly's advice for communities looking to address pedestrian issues on an advisory committee:

- Pedestrians and bicycles should be **separate groups if possible**. The larger the geographic area, the greater the importance of separate groups
- If the groups are combined, there needs to be minimum membership requirements and members who are able to **understand and represent both bicycles and pedestrians**
- In communities with multiple advisory groups, make sure they **communicate with one another**. Joint meetings can help groups come to a solution that upholds the values of each group nor bind agency staff with incompatible recommendations.

For more information visit <http://www.cityofsandpoint.com/committees.asp>.

Appendix

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- Davis, Calif., resolution
- Olympia, Wash., work plan
- Portland, Ore., bylaws



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<b>Section 11A</b>	<b>Bicycle and pedestrian advisory board</b>	<a href="#">PREV</a> <a href="#">NEXT</a>

Section 11A. There is hereby established within the office of planning and programming a bicycle and pedestrian advisory board. The board shall oversee the state's bicycle and pedestrian activities and advise the bicycle and pedestrian program office. The board shall consist of the secretary of transportation or his designee; the secretary of environmental affairs or his designee; the administrator of highways or his designee; the commissioner of environmental management or his designee; the commissioner of the department of conservation and recreation or his designee; the general manager of the Massachusetts Bay Transportation Authority or his designee; the colonel of state police or his designee; the commissioner of public health or his designee; the executive director of travel and tourism or his designee; 1 representative of a regional planning agency; 7 non-governmental members who shall be appointed by the governor upon recommendation of the co-chairmen of the board; 3 of whom shall be experts in bicycle safety; 1 of whom shall be a representative of the commercial bicycle industry; 3 of whom shall be representatives of bicycle organizations; and 7 members who are experts in pedestrian transportation. The bicycle and pedestrian program manager shall serve ex-officio. Each appointee shall serve without compensation for a term of 2 years and may be reappointed to serve for not more than 3 consecutive terms. Two chairmen shall be selected by a majority vote of the board members but at least one of the chairman shall not be an employee of the commonwealth. The advisory board shall meet at least 4 times each year. The board shall monitor the implementation of the Massachusetts statewide bicycle transportation plan and the Massachusetts statewide pedestrian transportation plan and assist the bicycle and pedestrian program office in preparing future plan updates. Initially, the non-governmental members shall be appointed by the governor, chosen from a list of qualified applicants fairly representing the various geographical regions of the Commonwealth, as provided by the Bicycle Coalition, also known as MassBike, a state-wide bicycle advocacy organization and by WalkBoston, a metropolitan area pedestrian organization.

**RESOLUTION NO. 07-040, SERIES 2007**

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DAVIS REGARDING THE  
STRUCTURE AND PURPOSE OF THE BICYCLE ADVISORY COMMISSION**

WHEREAS, this resolution supercedes Resolution 06-174 related to the structure and purpose of the Commission; and

WHEREAS, the City Council relies on Boards and Commissions to provide advice and information on subjects within the Commission's scope; and

WHEREAS, the City of Davis is known worldwide for its high level of bicycle use for transportation and recreation for nearly four decades; and

WHEREAS, the City of Davis has developed a substantial system of bicycle facilities to enhance and encourage the use of bicycles as a healthy, efficient mode of transportation having minimal environmental impact; and

WHEREAS, the City of Davis wishes to enhance the use of bicycles for transportation and recreation by promoting efforts in the areas of bicycle education, enforcement, engineering and encouragement; and

WHEREAS, many residents in Davis possess knowledge and expertise in the areas of bicycle transportation and recreation which may be beneficial to this purpose of this commission.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Davis creates a Bicycle Advisory Commission to achieve the following:

**1. PURPOSE**

The Davis Bicycle Advisory Commission is to develop options to achieve the goals of the city's Comprehensive Bicycle Plan, and to recommend changes to the plan, as necessary, to achieve its purposes.

As an advisory body of the Davis City Council, the commission is established and guided by the following documents:

- a. Davis Anti-discrimination ordinance; and
- b. Commission Handbook; and
- c. Commission Policy Guidelines

**2. MEMBERSHIP**

The Bicycle Advisory Commission shall consist of seven (7) members, one (1) alternate and one (1) Ex-Officio member. All voting members of the Bicycle Advisory Commission, regular and alternate, shall be appointed by the City Council. The UC Davis Bicycle Coordinator shall serve as the Ex-Officio member.

The alternate member shall not vote except upon one of the following conditions:



- a. Absence of one (1) or more of the regular members of the commission.
  - b. Disqualification of a regular member of the commission because of an expressed conflict of interest.
3. TERMS OF OFFICE

Members of the commission shall serve a term of four (4) years, or until their successors are appointed. For purposes of establishing staggered terms, appointments may be for terms varying between one (1) and four (4) years as the Council may decide. No members shall serve for more than two (2) consecutive terms, except under special circumstances.
4. TERMINATION OF APPOINTMENT

The term of appointment of any member of the commission who has been absent from three (3) consecutive regular or special meetings, or who has missed more than 1/3 of the meetings in a 12-month period, without the approval of the City Council, shall automatically terminate.

Members of the Bicycle Advisory Commission serve at the pleasure of the Council and may be removed from office by a majority vote of the Council.
5. VACANCIES

Vacancies on the commission shall be filled for the unexpired term in the same manner in which regular appointments are otherwise made.
6. OFFICERS OF THE COMMISSION

The members of the Bicycle Advisory Commission annually shall select one of its members as Chairperson and one (1) of its members as Vice Chairperson. No chairperson or vice chairperson shall serve more than two (2) consecutive years as chair.

  - a. THE CHAIRPERSON of the commission shall call the meetings to order at the appointed time, shall appoint all committees, subject to the approval of the commission, shall have all the powers and duties of the presiding officer as described in "Rosenberg's Rules of Order: Simple Parliamentary Procedures for the 21<sup>st</sup> Century," and shall perform such other duties as may from time to time be prescribed by the commission.
  - b. THE VICE CHAIRPERSON of the commission shall have all the powers and perform all the duties of the Chairperson in the case of absence or inability of the Chairperson to act. The Vice Chairperson shall perform such other duties as may from time to time be prescribed by the commission or the Chairperson.
7. MEETINGS OF THE COMMISSION

The Bicycle Advisory Commission shall establish a regular time and place of meeting and shall hold regular meetings. Special meetings of the commission may be called by the Chairperson, or by any four (4) or more voting members of the commission, with permission of the Council liaison or the City Council. Personal notice must be given to all members of the commission. If personal notice cannot be given, written notice must be mailed to such members at least twenty-

four (24) hours prior to said meeting, unless said notice requirement is waived in writing by said member.

8. QUORUM

For the purpose of transacting business, a quorum of the Bicycle Advisory Commission shall consist of four (4) of the seven (7) members. An alternate member shall be counted as a full voting member for purposes of attaining a quorum.

9. FUNCTIONS OF THE COMMISSION

The Bicycle Advisory Commission shall have the responsibilities as provided in this section and such other duties as the Council may, from time to time, decide:

- a. Study and make recommendations regarding the city's Comprehensive Bicycle Plan and report such information to the City Council.
- b. Make recommendations on any matter of bicycle safety to the Council.

PASSED AND ADOPTED by the City Council of the City of Davis on this third day of April, 2007 by the following vote:

AYES: Asmundson, Heystek, Saylor, Souza, Greenwald

NOES: None

ABSENT: None

/S/  
Sue Greenwald  
Mayor

ATTEST:

/S/  
Margaret Roberts, CMC  
City Clerk



## Bicycle and Pedestrian Advisory Committee - 2012 Work Plan

BPAC will hold full committee meetings every other month in 2012. In addition to the full committee meetings, Subcommittees will continue to meet as needed.

### Section 1. 2012 Policy Issues - Recommendations to City Council

Consistent with past practice, committee recommendations are forwarded to the full Council as part of the report for the relevant Council agenda items, often as an attached memo authored by the Chair or committee and/or an oral report by the Chair at a Council meeting. Unless otherwise noted, staff estimates that there is sufficient professional and administrative staff time to accomplish the Section #1 in 2012.

Professional staff liaison to BPAC is Kerry Tarullo.

Administrative staff support for minutes, etc is provided by Caroline Inions.

Estimated Percent of Overall Committee Effort: 35%

Title Description	Committee Lead and Commitment	Staff Commitment	Schedule	Budget Implications
1.a. Comprehensive Plan Update Process: Review first staff draft of updated Comp plan.	Committee hours, not individuals.	Hours reflect working with the committee, not total project staff time.	Estimated timeline from start to finish.  Apr: staff draft released Oct: City Council public hearing Dec: adoption	
1.b. Neighborhood Walkability: Review and recommend new priorities, projects, and funding options to address neighborhood walkability issues.  Deliverables: Identifying processes for soliciting sidewalk and pathway projects from neighborhoods including the Clear Sidewalks campaign. Consider	Full committee: 2 hours	Transportation Planning Staff: 4 hours	March - July	None

funding options for programs, and general outreach to neighborhoods to increase walkability.					
<b>1.c. Capital Facilities Plan:</b> Review bicycle and pedestrian related CFP programs and grant priorities during the City's annual update.  <b>Deliverable:</b> Provide comments on CFP projects and programs to Planning Commission and City Council.	Full committee: 2 hours	Transportation Planning Staff: 2 hours	July - September	None in short term.	
<b>1.d. Special Projects and Studies:</b> During policy development phase, provide recommendations on studies and special projects, such as the West Olympia Access Study Phase II and others as directed by Council in the scope of work for the project or study.  <b>Deliverable:</b> Recommendations to City Council as identified in project/study scope.	Full committee: 1-2 hours depending on projects	Transportation Planning Staff: 2-4 hours depending on projects	Ongoing	Budget implications addressed through larger project scope.	



## SECTION 2.

### 2012 Program Implementation and/or Input to Staff

As programs are implemented and administrative procedures developed, staff often consults with committees for their input and perspective. Input from the committee is considered by staff in implementing the program or policy. This work is secondary to the primary committee purpose of policy recommendation advice to the City Council.

Unless noted under "Budget Implications," there is sufficient staff time/resource available in 2012 to accomplish or advance these items.

Estimated Percent of Overall Committee Effort: 65%

Title Description	Committee Lead and Commitment	Staff Commitment	Schedule	Budget Implications
<b>2.a. Neighborhood Pathways Program</b> Participate in the development of the program and the evaluation and approval of project proposals.  Deliverable: Approving projects for development in the Neighborhood Pathways program.	Full committee: 2-4 hours	Staff time: 4-6 hours	March through April - possibly a special meeting held in April between regular meetings	None
<b>2.b. Bicycle and Pedestrian Public Information and Education Review:</b> Review draft informational materials such as web pages, utility inserts, and the Bike Parking Guide brochure before presented to the public.  Deliverable: Input to staff on public information.	Full committee: 1-4 hours	Transportation Planning Staff: 1-4 hours	Ongoing	None  Public info and education to be done within existing resources.
<b>2.c. Bicycle Friendly Business Program:</b> Explore the potential value of a program to recognize businesses who go above and beyond to increase cycling at their workplace.  Deliverable: Input to staff on program value and scope.	Full committee: 1 hour  Sub-committee: 3 hours	Transportation Planning Staff: 2-6 hours	March - September	None in 2012. A future BFBP proposal and any funding will be presented to Council in a future year for consideration.

2.d. Code Enforcement: Explore and understand code enforcement issues as they relate to bicycle/pedestrian issues.	Full committee: 1-2 hours	Code enforcement staff: 1-2 hours Transportation Planning Staff: 1-2 hours	On-going	None anticipated
2.e. Project review: Provide feedback or make recommendations on City bicycle- and pedestrian-related CFP projects and relevant County or State projects.  Deliverable: Comments to staff on scope, design, implementation issues.	Full committee: 1-2 hours	Transportation Planning Staff: 2-4 hours	On-going	None anticipated
2.f. Grant Project Development: Participate in setting priorities for bicycle and pedestrian related grant projects  Deliverables: Comments to staff on project priorities.	Full committee: 1 hour	Transportation Planning Staff: 2 hours	On-going	None anticipated



## **EXHIBIT A**

### **BYLAWS OF THE CITIZENS BICYCLE ADVISORY COMMITTEE**

<Revised and Adopted 13 July 2010>

## **ARTICLE I. PURPOSE**

The purpose of the Citizens Bicycle Advisory Committee of Portland is to advise the Mayor and City Council and all departments of the City on all matters relating to the use of the bicycle as a means of transportation and recreation. The responsibilities of the committee shall include but are not limited to:

### **Section 1. Bikeway Policy**

- a. Review and make recommendations on planning documents prepared by City departments affecting the use of the bicycle as a transportation and recreational mode. These shall include but are not limited to the Comprehensive Plan, Arterial Streets Classification Policy, Neighborhood Plans, area-wide Development Plans, and the Central City Plan.
- b. Review and make recommendations regarding funding priorities for Bicycle Program activities and Capital Improvement Projects insofar as they relate to bicycling.
- c. Monitor activities of other jurisdictions as they affect bicycling in the City.

### **Section 2. Bikeway Implementation**

- a. Review and make recommendations on Capital Improvement Projects developed by City departments and outside agencies to ensure that adequate consideration is given to bicycles.
- b. Review and make recommendations regarding Bikeway Signing and Improvement Plans.
- c. Advise Bureau of Transportation staff on issues related to public involvement in Bikeway improvement projects with the goal of developing a consensus among the affected public.

### **Section 3. Education and Enforcement**

Advise City staff on issues related to promoting bicycle safety and education.

### **Section 4. Citizen Input**

Encourage citizen participation in identifying problem areas, reviewing existing facilities, and planning and implementing new projects and programs.

## **ARTICLE II. MEMBERSHIP**

### **Section 1. Composition of Committee**

The membership of the committee shall consist of thirteen (13) members with full standing and up to seven (7) alternate members.

## **Section 2. Appointment**

- a. *Qualifications:* Any adult resident of the Portland Metropolitan area shall be eligible for membership. Applicants should have an interest in promoting the use of the bicycle for transportation and recreation, have good interpersonal skills for working on a committee, and make a commitment to attend monthly meetings and participate in the work of the committee. Members who are not residents of the City of Portland will be expected to serve as liaisons with their local jurisdiction.
- b. *Becoming a Member:* Invitations to apply for membership will be offered to the community at intervals not to exceed three years. Applications for membership are made through the Transportation Commissioner.

A membership subcommittee shall be formed to review applicant's qualifications and make recommendations for membership.

- c. *Appointments:* Upon recommendation by the committee, members and alternates may be appointed by the Transportation Commissioner. The Chair may appoint alternate members to full standing when vacancies occur. Alternate members may also be appointed to serve in place of a member in case of an extended absence.

## **Section 3. Tenure**

- a. *Length of Service:* Members shall serve for a three-year term and may reapply for membership.
- b. *Removal of Voting Members:* If any member is absent without good cause from three consecutive regular meetings, the Chair may declare this position vacant.

## **ARTICLE III. OFFICERS**

### **Section 1.**

There shall be a Chair and a Vice-Chair for the committee. Each officer shall serve a two-year term or until their successors are elected. The Vice-Chair shall succeed the Chair. Terms shall be based on the fiscal year beginning in July and ending in June.

### **Section 2.**

A nominating subcommittee shall be formed biannually at the March meeting. The subcommittee shall report at the April meeting and elections shall be held at the May meeting to be effective in July. Additional nominations from the floor shall be permitted at the May meeting.

### **Section 3.**

The officers shall be elected by majority vote. Elections shall be held by ballot.

### **Section 4.**

It is the intent that no officer should serve more than two consecutive terms in the same office.

## **ARTICLE IV. MEETINGS**



**Section 1. Monthly Meetings**

A regular monthly meeting shall be held on the second Tuesday of the month in the Portland Building, unless otherwise agreed upon. Time and duration of the meeting shall be determined by the committee.

**Section 2. Conduct of Meetings**

- a. A majority of members (seven) with full standing shall constitute a quorum for the transaction of business at any regular meeting.
- b. Only members with full standing shall have the right to vote on committee business.
- c. The act of a majority of the members with full standing present at the meeting at which there is a quorum shall be the act of the committee.
- d. Bureau staff shall be responsible for meeting minutes and establishing and distributing the meeting agenda.

**ARTICLE V. AMENDMENTS TO BYLAWS**

The committee may amend the bylaws at the beginning of the fiscal year by a majority of members (seven) present at the meeting, provided that a written notice of the proposed amendment is distributed to members not later than a week before the regularly scheduled meeting.